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PROPOSED REVISIONS TO THE MEDIUM-TERM PLAN FOR THE PERIOD 1992-1997

MAJOR PROGRAMME IV. INTERNATIONAL COOPERATION FOR DEVELOPMENT

Programme 22. Human settlements

1. The preparation, format and content of the medium-term plan and its revisions are governed by the Regulations and Rules Governing Programme Planning, the Programme Aspects of the Budget, the Monitoring of Implementation and the Methods of Evaluation.

2. Regulation 3.11 provides, inter alia, that the medium-term plan shall be revised as necessary every two years to incorporate required programme changes and that the proposed revisions shall be as detailed as required to incorporate the programme implications of the resolutions and decisions adopted by the intergovernmental organs or international conferences since the adoption of the plan.

3. The revisions proposed below modify the narrative of programme 22, Human settlements, of the medium-term plan for the period 1992-1997, which was adopted by the General Assembly in its resolution 45/253 of 21 December 1990 and subsequently revised by the Assembly in its resolution 47/214 of 23 December 1992 and issued in document A/47/7/Rev.1 and Corr.1.

4. The revisions reflect the new mandates regarding the preparatory processes for the second United Nations Conference on Human Settlements, the linkages between human settlements and environment, and various legislative measures adopted by policy-making bodies relating to the activities of UNCHS (Habitat). They entail the inclusion of new subprogrammes and textual changes updating the narrative where necessary. While the number of the subprogrammes remains the same, the titles of subprogrammes 3 and 6 are modified, and subprogrammes 5, 7 and 8 are new.

5. The revised text of programme 22 is presented in its entirety. In order to facilitate review of the revision, the table below presents a summary of the proposed changes to the existing subprogrammes, as contained in document A/47/6/Rev.1 and Corr.1.

	Subprogrammes in document A/47/6/Rev.1	Proposed changes		Revised/new subprogrammes
1.	Global issues and strategies	Narrative updated.	1.	Global issues and strategies
2.	National policies and instruments a/	Narrative updated.	2.	National policies and instruments a/
3.	Integrated settlement management	Expanded to include subprogramme 5 and part of subprogramme 4 relating to municipal finance.	3.	Managing human settlement development, including financial and land resources
4.	Financial resources	Municipal finance is incorporated in revised subprogramme 3, housing finance in revised subprogramme 6.		
5.	Land management	Incorporated in revised subprogramme 3.		
6.	Infrastructure development and operation a/	Title changed; narrative expanded to include technological and environmental aspects.	4.	Improving infrastructure and the living environment a/
		New subprogramme.	5.	Managing disaster mitigation, reconstruction and development
7.	Housing production	Incorporated in revised subprogramme 6.	6.	Housing for all (incorporates current subprogrammes 7 and 8 and the housing finance component of subprogramme 4)
		New subprogramme.	7.	Strengthening local communities
		New subprogramme.	8.	Reducing poverty and promoting equity
8.	Construction sector	Incorporated in revised subprogramme 6.		

a/ High priority subprogrammes.

PROGRAMME 22. HUMAN SETTLEMENTS

A. Programme

1. General orientation

22.1 The issue of human settlements provides a coordinating framework for the assessment of social, economic and environmental resources for national development. This pivotal role of human settlements in national development, especially for the developing countries, has been brought increasingly to the attention of governmental policy makers and administrators, international organizations and training and research institutions. Indeed, sound management of rural and urban settlements can be the vehicle for overcoming many of the social, economic and environmental problems faced by all countries, industrialized and developing. Even though a large number of countries have increased their attention to human settlement issues in recent years, the improvements achieved do not match the scale of the problems, owing in part to the continued application of outmoded approaches to the many critical aspects of human settlements. The most important of these are outlined below:

(a) Over 1 billion people live in inadequate shelter conditions whose improvement requires the concerted efforts of Member States and the international community, based on new approaches and undertaken on a scale never before attempted;

(b) The need for a better understanding of the role of urbanization and cities in national development by Governments, policy makers and the aid community;

(c) Inadequate policies and practices for the management of settlements of all sizes, from large urban agglomerations to small towns and rural centres, which are unable to provide the efficient base required for economic growth or to forestall social disruptions arising out of increasing poverty, inadequate shelter and services, and poor health;

(d) Inadequate use of potential and resources - human, technical and financial - of a large number of actors in human settlement development, such as the private sector, community-based and non-governmental organizations and women's groups;

(e) Inadequate use of indigenous natural resources, particularly those useful for the environmentally sound production of affordable building materials;

(f) Inadequate attention to an integrated approach to the provision and management of infrastructure services for environmental improvements to living conditions;

(g) The unexplored opportunities for poverty reduction through programmes of shelter and environmental improvements that have the potential for creating employment as well as a sound base for income-generating activities by the poor;

(h) Inadequate attention to disaster mitigation through sound human settlement planning and development, and absence of a firm linkage between relief assistance, rehabilitation and sustainable development.

22.2 In addressing these issues, the medium-term plan for human settlements for the period 1992-1997 takes into account all the relevant resolutions and decisions of the General Assembly, the Economic and Social Council, the Commission on Human Settlements and the Commission on Sustainable Development. Particular attention is being paid to those resolutions relating to the Global Strategy for Shelter to the Year 2000, designed to facilitate adequate shelter for all by the year 2000; the second United Nations Conference on Human Settlements (Habitat II) to be held in 1996; Agenda 21, adopted by the United Nations Conference on Environment and Development; the Nairobi Forward-looking Strategies for the Advancement of Women, which set out various aspects of human settlement development in which women should be fully involved; the Nairobi Programme of Action for the Development and Utilization of New and Renewable Sources of Energy, in particular, the application of renewable-energy inputs to the production of building materials and to the construction and operation of buildings; the Global Strategy for Health for All by the Year 2000; and the International Decade for Natural Disaster Reduction.

22.3 The medium-term plan's objectives and activities now fully incorporate the main human settlement-related objectives adopted by the United Nations Conference on Environment and Development in order to ensure that UNCHS is able to perform its role as task manager for the implementation of the human settlement component of Agenda 21. In addition to chapter 7 of Agenda 21, "Promoting sustainable human settlement development", which states that the overall human settlement objective is to improve the social, economic and environmental quality of human settlements and the living and working environments of all people, in particular the urban and rural poor, reference is also made to the following chapters of Agenda 21: 3, "Combating poverty", with special reference to "Empowering communities"; 9, "Protection of the atmosphere", with special reference to "Energy development, efficiency and consumption" and "Transportation"; 10, "Integrated approach to the planning and management of land resources"; 17, "Protection of the oceans", with particular reference to "Integrated management and sustainable development of coastal areas, including exclusive economic zones"; 18, "Protection of the quality and supply of freshwater resources"; 21, "Environmentally sound management of solid wastes and sewage-related issues"; 24, "Global action for women towards sustainable and equitable development"; 27, "Strengthening the role of non-governmental organizations: partners for sustainable development"; and 28, "Local authorities' initiatives in support of Agenda 21".

22.4 In addition, at its fourteenth session, the Commission on Human Settlements adopted resolution 14/20 on substantive issues for consideration by the second United Nations Conference on Human Settlements (Habitat II) and its preparatory process. In that resolution the Commission proposed two substantive themes for the Conference, which it saw as of crucial importance in assisting national communities: (a) sustainable human settlements in an urbanizing world; and (b) adequate shelter for all. The substantive issues and the two themes have now been incorporated into the revised medium-term plan.

2. Overall strategy

22.5 To address these issues, UNCHS will undertake technical research on substantive issues, prepare training curricula and training materials, publish and disseminate information, and undertake technical and other cooperation with Governments, local authorities, non-governmental organizations and other major groups, educational and research institutions and specialized agencies in activities designed to meet programme objectives. The Centre will also provide substantive support to Habitat II and play a leading role in the implementation of its recommendations.

22.6 Within the United Nations system, close collaboration will continue with UNEP on environmental aspects of human settlements, with the Department for Humanitarian Affairs on disaster mitigation, with WHO on health aspects of human settlements, with ILO on employment in the human settlement sector, with the World Bank and UNDP on urban management, training and the application of urban and shelter indicators, with UNIDO on the development of indigenous building materials and with other United Nations departments and programmes as well as specialized agencies executing programme elements relevant to the human settlement sector. It is expected that member States will significantly increase their human settlement efforts as part of their commitment to the implementation of the Global Strategy for Shelter to the Year 2000, the implementation of the human settlement components of Agenda 21, the preparatory process for Habitat II and the Global Plan of Action expected to be adopted by Habitat II.

22.7 The development of human settlements is a multidisciplinary and intersectoral activity, and human settlement management is linked to all programmes of economic, social and environmental improvement.

22.8 Coordination of human settlement programmes has been covered by the cross-organizational programme analysis of the activities of the United Nations system submitted to the twenty-ninth session of the Committee for Programme and Coordination (E/AC.51/1989/8). Cooperation and coordination of the activities within the United Nations system are to begin from the planning and programming stage to ensure complementarity and effective coordination.

3. Subprogramme structure and priorities

22.9 The programme on human settlements will consist of the following subprogrammes:

Subprogramme 1. Global issues and strategies

Subprogramme 2. National policies and instruments

Subprogramme 3. Managing human settlement development, including financial and land resources

Subprogramme 4. Improving infrastructure and the living environment

Subprogramme 5. Managing disaster mitigation, reconstruction and development

Subprogramme 6. Housing for all

Subprogramme 7. Strengthening local communities

Subprogramme 8. Reducing poverty and promoting equity

22.10 Subprogrammes 2 and 4 are designated high priority.

B. Subprogrammes

SUBPROGRAMME 1. GLOBAL ISSUES AND STRATEGIES

(a) Objectives

22.11 The legislative authority for the subprogramme derives from General Assembly resolutions 43/181, 46/163, 47/180 and 47/190 (Agenda 21), and Commission on Human Settlements resolutions 12/6, 13/19, 14/6 and 14/20.

22.12 One of the main responsibilities of UNCHS is to ensure harmonization at the inter-secretariat level of human settlement programmes planned and carried out by the United Nations system, and to assist the Commission on Human Settlements in coordinating human settlement activities in the United Nations system, to keep them under review and to assess their effectiveness. This core responsibility has taken on a new dimension and increased importance with the designation of Habitat as task manager for the human settlement programme of Agenda 21, responsible for reporting system-wide on implementation, as well as for the development of system-wide joint programming and the development of joint strategies in the area of human settlements within the context of Agenda 21 implementation. Further increasing the global and system-wide responsibilities of UNCHS under this subprogramme has been the decision of the General Assembly to locate the secretariat of Habitat II within the Centre. The goal of Habitat II is, inter alia, to elaborate a new global plan of action in the area of human settlements through the first decades of the coming century. Both the emphasis on human settlement development in Agenda 21 and the decision to hold the Habitat II Conference confirm that human settlements and their accelerating development through population growth and urbanization are and will be a high-priority global challenge and a growing focus of attention of national and international policy makers in the pursuit of the overall goal of sustainable development. Moreover, the analysis of current and projected trends provides ample evidence that the future of human settlements is inextricably and increasingly linked to other global development issues - conditions of trade, natural resource consumption patterns, population growth, resource mobilization, poverty alleviation, employment generation, gender, governance, human rights, democratization, technology transfer, environmental protection and the policies and impact of international assistance and development agencies - as well as the strategies derived to deal with these issues, thus underscoring the necessity of securing a central place for human settlements in a global agenda for

development, as well as the need for a cross-sectoral approach to the global analysis of human settlement development trends.

22.13 It is expected that these global human settlement trends will continue, in some regions at an even more accelerated pace. In several regions, subregions and countries, the instability directly or indirectly resulting from the end of the cold war has led to local conflicts that have in many cases had a severe effect on human settlements and their inhabitants, requiring an urgent response on the part of the international community. Uncertain world economic conditions continue to cast a shadow over human settlements in many countries. In the developed regions, countries will have to deal with problems similar to those which have made themselves felt in the last part of the 1980s - ageing populations, disparities in the quality and availability of housing, services and employment, environmental pollution, rising levels of social disintegration and marginalization of underprivileged groups, and growing fiscal insolvency on the part of many municipalities. A re-emergence of a more robust rate of economic growth in industrialized countries and the increasing demand for an improved and sustainable quality of life should make it more likely that policies and investments will be directed towards addressing problems with more vigour than during the past decade and to bringing about a general improvement of conditions within human settlements. In the countries in transition, rapid social and economic transformation is having a serious effect on human settlements and posing new challenges for local authorities in the areas of transport, housing and services. In developing countries, trends suggest that the 1990s will witness limited improvements in some countries, with an overall deterioration of the quality of life in the urban and rural areas of the great majority of countries, owing to deteriorating or stagnant economic conditions, continuing population growth, environmental decline, growing demand for housing and related services, deteriorating infrastructure, rising levels of violence and social disintegration, absence of sound human settlement development policies and the institutional capacity to execute them, lack of effective management capacity at the local level and insufficient levels of public and private investments in human settlements, the latter indicating a need for a more intense focus on resource mobilization and resource mobilization strategies at the global, national and local levels. Finally, there is mounting evidence that human settlements in all countries will be profoundly affected by the ongoing trends of globalization and liberalization in the world economy, which will redefine their economic and social roles in both rural and urban areas as well as the relationship between rural and urban areas within the global and national division of labour. Furthermore, the increased attention paid by the international community to human rights has focused greater international attention on the right to adequate housing.

22.14 The overall objective of subprogramme 1 is to identify and respond to global human settlement trends, particularly as they affect and are affected by political, economic, social and environmental change. More specific objectives include the following:

(a) Promoting the incorporation of global policy instruments such as the Global Strategy for Shelter to the Year 2000 and chapters 7 and 21 of Agenda 21 into national sustainable development strategies; and more effective integrated

human settlement policies and programmes at the international and national levels;

(b) Ensuring that funding and resource mobilization for human settlement development is given due consideration in the assistance programmes of both the international community and donor countries;

(c) Raising global awareness of the global impact of urbanization and the primary importance of sustainable human settlement development, with international support for raising incomes, improving living and environmental conditions, and the efficient use of land and other resources in both rural and urban areas;

(d) In the context of Agenda 21, promoting the development of strategies and joint programming implementation mechanisms in the area of human settlements at the inter-secretariat level within the United Nations system;

(e) Developing the capacity of UNCHS to serve as the focal point of reference and exchange of information on human settlement policies, trends and issues.

(b) Course of action of the secretariat

22.15 The Secretariat plans to pursue these objectives through the following actions:

(a) Global analysis of human settlement development trends, including linkages between demographic, political, economic, social, technological and environmental trends and issues, on the one hand, and human settlement development, on the other. Such analysis would be preceded by (and based on) the building of comprehensive data and information bases on human settlement policies, conditions and trends, leading to greater global awareness of evolving human settlement issues and, ultimately, to more effective integrated human settlement policies and programmes at the international and national levels;

(b) Assisting the Commission on Human Settlements to report on the implementation of human settlement-related programmes throughout the United Nations system and to formulate joint strategies and programming mechanisms, and assisting the Preparatory Committee of Habitat II in the drafting of a new global plan of action in the area of human settlements;

(c) Launching a sustained campaign aimed at raising global awareness of the global impact of urbanization and the primary importance of sustainable human settlement development;

(d) Increased contacts and cooperation with other bilateral donors and multilateral agencies, particularly UNDP and the World Bank, as well as other intergovernmental bodies, especially the Development Assistance Committee of OECD, as well as with the OECD Urban Affairs Programme, in order to effect a greater allocation of resources and priority to sustainable human settlement development in the development assistance work of the international community and bilateral donors.

22.16 The focus will be not on a rigid top-down approach, but rather on an enabling approach to national policy, including the involvement of all non-public actors, especially community and women's groups, non-governmental organizations, the private sector and local authorities. Progress in this direction will be evaluated and monitored on a regular basis through progress reports to the Commission on Human Settlements and other bodies and organs of the United Nations. It is expected that UNCHS will thereby establish its leading and coordinating role within the United Nations system, consolidate its position as a centre of excellence for the analysis of all information on global human settlement trends and become a full partner of all global and sectoral development agencies on the basis of its unique responsibilities and experience in sustainable and integrated human settlement development and on the strength of the impact of human settlements on the quality and sustainability of life.

SUBPROGRAMME 2. NATIONAL POLICIES AND INSTRUMENTS

(a) Objectives

22.17 The legislative authority for the subprogramme derives from General Assembly resolutions 43/181, 46/163, 47/180 and 47/190 (Agenda 21), and Commission on Human Settlements resolutions 12/14, 13/7, 13/13, 14/4, 14/6, 14/13 and 14/20.

22.18 Experience over the previous medium-term plan period shows that the main constraints to human settlement development, particularly in developing countries, is not only the absence of an explicit national human settlement policy, but also the lack of its internal integration with policies and strategies in other sectors, the lack of appropriate implementation mechanisms and in particular the scarcity of qualified human resources at all levels (policy, managerial and technical), low effectiveness and efficiency of settlement management institutions, insufficient sharing of information and still low societal awareness and policy response to the challenges, implications and opportunities of continuing rapid urbanization in the developing world, which is shifting the focus of development policy towards cities and towns and redefining rural-urban linkages and interactions. It is expected that, owing in part to the constraints mentioned above, the capacity of national Governments in most developing countries to cope with urbanization and settlement management and development and with dramatically rising quantitative and qualitative demands for shelter and basic infrastructure - as well as with an array of other economic, social and environmental problems arising from urbanization - will be put to an increasingly severe test.

22.19 The impact of urbanization on all areas of social and economic development policies is still not widely recognized, at either the international or national levels, nor the need for an integrated approach, including the consideration of related environmental and gender issues and rural-urban linkages, appreciated. Isolated sectoral initiatives are still the norm, often producing contradictions, omissions, duplications and subsequent costly policy failure. This is reflected in a lack of institutional and sectoral coordination and cooperation at the national level. Institutional capacity to pursue coordination and cooperation, as well as to carry out sectoral programmes, is

often lacking to respond to the political, social, economic, spatial, physical and environmental impacts of urbanization. This worsening situation continues to be compounded by the scale of the challenge and by the tendency of national policy to be based on optimistic expectations and inaccurate assessment of looming human settlement policy issues - in part because of the lack of accurate data, indicators and information bases - all of which are obstacles to integrated policy responses based on innovative options and the domestic mobilization of hitherto neglected human and financial resources. Such an integrated response is more required in relation to the implementation of Agenda 21, which requires the coordination of human settlement policies with the sectoral programmes of Agenda 21 - and within the framework of the sustainable development paradigm - at the national as well as at the international level. It is also expected that the national preparatory activities for Habitat II will also contribute much to awareness-building on urban and human settlement development issues, leading to more effective national policy responses.

22.20 The objectives of subprogrammes are:

(a) To create greater awareness of emerging human settlement policy issues arising in particular out of the impact of urbanization, including rural-urban linkages and gender and environmental issues related to human settlement development;

(b) To promote integrated and cross-sectoral policy responses to human settlement development;

(c) To promote a more effective human resource development and institutional capacity-building for human settlement development and management leading to improvement in the performance and effectiveness of those sectoral programmes and institutions of relevance to human settlement development;

(d) To strengthen the capacity of Governments in establishing data and information bases, including indicators;

(e) To promote improvement of national implementation instruments, including regulatory frameworks and legislation, in order to facilitate an enabling approach to human settlements and shelter development and to foster public-private partnership in all areas of human settlement management and development.

(b) Course of action of the secretariat

22.21 These objectives will be pursued in the context of the preparatory activities for Habitat II and will include the following actions:

(a) Intensified research on national human settlement conditions and trends, including the preparation of country profiles, leading to assistance to Governments in the assessment of their human settlement sector and identification of priority policy issues;

(b) Assisting Governments in the preparation of sustainable and integrated human settlement policies, including spatial development and integrated rural-

urban development policies that give due consideration to all relevant demographic, political, economic, social, environmental and gender issues;

(c) Assisting Governments in building data and information bases, including sets of indicators, so as to enable them to make informed assessment, take decision and formulate more effective policy, including in relation to resource allocation in the areas of human settlement management and development and at all levels of government;

(d) Assisting Governments in their efforts to improve or develop national human settlement institutional arrangements, with specific emphasis on measures to support local authorities through decentralization policies and on measures to include non-governmental actors, especially non-governmental organizations, community and women's groups and the private sector, in the decision-making process regarding human settlement management and development;

(e) Supporting national and local capacity-building institutions, through development of human settlement capacity-building methodologies, tools and instruments, and national and international training programmes.

SUBPROGRAMME 3. MANAGING HUMAN SETTLEMENT DEVELOPMENT, INCLUDING FINANCIAL AND LAND RESOURCES

(a) Objectives

22.22 The legislative authority for the subprogramme derives from General Assembly resolutions 43/181, 46/163, 47/180 and 47/190 (Agenda 21), and Commission on Human Settlements resolutions 12/14, 13/18, 14/15, 14/17 and 14/20.

22.23 Agenda 21 has drawn the critical attention of the global community to the need to promote sustainable human settlement development, including land management and financial resources, as mainly stated in chapters 7, 10 and 28. Programme B of chapter 7, "Improving human settlement management", and programme C, "Promoting sustainable land-use planning and management", both stress the importance of improving the social, economic, physical and environmental conditions of human settlements, in particular the conditions of both rural and urban poor, thereby contributing to the achievement of national and global human development. The overall objective of this subprogramme is therefore to promote sustainable development management approaches for all human settlements, focusing on good governance and the promotion of strategic interventions in broad-based participatory decision-making. This objective also supports the preparatory process for Habitat II.

22.24 Many industrialized countries, despite massive progress in economic growth and productivity and in improvement of living conditions for the majority of their populations, are experiencing some of the classic side-effects of growth: environmental degradation, traffic congestion, inadequacy of some essential services and housing shortages. These are not insurmountable problems, given the resources available and the prominence of these issues on the political agenda of most industrialized countries. Much more disturbing is the surfacing of the same problems in the rapidly growing settlements, large and

small, of the developing countries, which manage, at best, to cope with only a fraction of the demand for the basic components of human settlement development on an ad hoc and haphazard basis. Yet the future price to be paid for unplanned settlement development in the developing countries is such that settlement management is not an option but an imperative for the decade ahead. The problem is to meet, in a coherent technical way, the quantitative and qualitative demand for land, infrastructure, services and housing required for decent living, social well-being and economic output, through a broad-based participatory process of policy and decision-making.

22.25 Providing the financial resources needed for investment has, in the past, proved to be one of the main bottlenecks in human settlement development. Efforts to mobilize financial resources in the private and public sectors have not been able to yield the volume required. While this failure is closely linked to the overall performance of economic development, which, in recent years, has been hampered by deteriorating terms of trade and by the burden of international debt on the developing countries, problems of insufficient development of financial institutions, inefficient systems of resource allocation and, in the public sector, excessive centralization and lack of cost recovery and utilization of potential sources have contributed to the inadequacy of human settlement investment.

22.26 Land and land management will continue to be important issues in all countries, regardless of their level of development. Land scarcity and land prices, particularly in intensely developed regions and in metropolitan areas, will continue to be a primary issue. Nevertheless, mature economies can count on an established range of instruments to address such problems and will be favoured by very slow population growth and mobility rates. Many developing countries will be confronted with similar problems, varying in scale, but all of them will have to make available and develop enormous quantities of land in a context of extremely high population growth and mobility, high urbanization rates and persisting weaknesses in national policy instruments and land management capacity.

22.27 The objectives of subprogramme 3 are:

(a) To improve management of human settlements and ensure their sustainable development in order to maximize productive output and provide acceptable living conditions for all population groups, with special attention to the needs of women, of the poor and of other disadvantaged groups;

(b) To enable national and local governments to achieve responsive, participatory administration, efficient service delivery, effective transport provisions, adequate access to open space and recreational facilities, and healthy environments;

(c) To mobilize financial resources for human settlement development and establish financial systems in such a way that the flow of those resources is assured on a sustainable and equitable basis, bearing in mind the special needs of low-income households and disadvantaged groups;

(d) To promote land-management systems that will provide for the land requirements of human settlement development through environmentally sound physical planning and land use so as to meet all settlement functions and to ensure access to land to all households and, where appropriate, the encouragement of communally and collectively owned and managed land. Particular attention will be paid to the needs of women and indigenous people for economic and cultural reasons;

(e) To enable national and local governments to exploit the land asset in settlement development, particularly in rapidly growing urban settlements.

(b) Course of action of the secretariat

22.28 These objectives will be pursued through various actions, which will focus on the following areas:

(a) Metropolitan, secondary-city and rural settlement management: implementation and improvement of planning systems and techniques of implementation performance, of operation and maintenance of local and regional systems, of municipal administrative practice, the functioning of local authorities and good governance, including technical support to human resource development programmes, with special emphasis on the provision of equal opportunity for women in the management of metropolitan and secondary centres and rural regions;

(b) Global programmes of assistance: assistance to countries, and municipalities in particular, in adopting sustainable urban management practices, such as the UNDP/World Bank/UNCHS Urban Management Programme, the Sustainable Cities Programme, the City Data Programme and the Urban Indicators programme;

(c) Resource mobilization (in the public and the private sectors): efforts will focus primarily on the identification of revenue potential at national and local levels, on analysis of taxation and subsidy systems, and on means of recovering costs of human settlement investment. A second concern will be the mobilization of savings, with emphasis on the untapped savings potential of low-income groups and the informal sector. The secretariat will, therefore, collect information and prepare case-studies in developing countries on systems of local government financing of human settlement investment, on financial management practices and on subsidy systems that reach various target groups. After analysis and evaluation, the findings will be published for general dissemination and integrated in the development of training material. Similarly, information on innovative approaches to mobilizing the savings of low-income groups will be collected, analysed and made available to relevant institutions;

(d) Resources management: the secretariat will address problems of resource management in the public sector, where inefficiencies in budgeting and control are still pervasive. The thrust of the Global Strategy for Shelter is to create an enabling environment for shelter development, by streamlining operations of local government in human settlement development and improving its ability to deliver infrastructure and services for the poor. Many countries

have created public funds based on mandatory saving schemes or earmarked tax revenues, which have, so far, not been able to fulfil their objective of improving the human settlement conditions of low-income groups. Management of such funds, their links to the shelter delivery system and their impact on savings behaviours and on capital markets need to be understood. The secretariat will, therefore, collect information and prepare case-studies in developing countries on sound management of local government finances, on efficient practices for management of public funds and on systems to reach various target groups. After analysis and evaluation, the findings will be published for general dissemination and integrated in the development of training materials;

(e) Financial institutions: specialized institutions for financing infrastructure investment have often failed to improve delivery of services to the poor. Problems are frequently caused by an institutional and regulatory framework set up under development strategies that are no longer valid. The secretariat will collect information on effective institutional set-ups and on principles that guide sound development of financing institutions, with special reference to the need to reach all target groups. Particular attention will be paid to community-based finance institutions, to promote local financing services and to tap the savings potential of low-income groups. After analysis and evaluation, the findings will be published for general dissemination and guidelines will be prepared for the development of a regulatory framework that is responsive to the financing needs of low-income groups;

(f) Land supply: identification and application of procedures to improve the operation of land markets and to promote land supply systems capable of meeting the large-scale needs of present and future settlements, drawing on the capacities of the public, private and community sectors;

(g) Land instruments: development and operation of all legislative and administrative systems required for the management of land supply systems, including land registration, land transaction and property taxation procedures needed for the efficient functioning of land markets and the generation of revenues;

(h) Land resource management: strengthening global coordination of land resource management activities through the various bilateral and multilateral agencies and programmes to promote the transfer of applicable experience of sustainable land management practices to and among developing countries.

SUBPROGRAMME 4. IMPROVING INFRASTRUCTURE AND THE LIVING ENVIRONMENT

(a) Objectives

22.29 The legislative mandate for the subprogramme derives from General Assembly resolutions 43/181, 46/163, 47/180 and 47/190 (Agenda 21), and Commission on Human Settlements resolutions 12/15, 13/12, 13/17, 14/14 and 14/20.

22.30 Agenda 21 seeks to improve the social, economic and environmental qualities of human settlements by stimulating and supporting country initiatives

for improving the coverage and quality of infrastructure services and their accessibility to cities and by improved environmental planning and management, especially in urban areas, through enhanced capacity for management and the use of environmentally sound technologies. Achieving the infrastructure-related goals of Agenda 21 will require building the necessary technical, financial and human resource capacity for the sustainable provision and management of settlement infrastructure and for the better integration of infrastructure and environmental planning in human settlements. Managing the human environment is a central issue of the preparatory process for Habitat II.

22.31 A recent review of the sector indicates that despite the efforts made within the framework of the International Water Supply and Sanitation Decade, the number of people in developing countries remaining unserved with water supply and without sanitation has increased in absolute terms. Sectoral planning, which still remains the most common approach to basic service provision, has serious limitations in ensuring cost-effective and environmentally sound solutions. The use of inappropriate technologies in design and implementation remains a serious constraint to service expansion. Past sectoral investment patterns indicate continuing reliance on the traditional supply side approach with excessive emphasis on new provision, often at the cost of operation and maintenance. There is an urgent need to develop practical and replicable methods for the assessment of the effective demand of communities and to strengthen local capacities to incorporate such demand in the planning process.

22.32 Developing countries continue to face an acute shortage of the energy required to install and operate settlement infrastructure. The bulk of the population strive to meet their energy requirements by exploiting forests, resulting in environmental degradation. For sustainable energy development and use, Agenda 21 has underscored the need for international action to support developing countries in implementing national energy programmes in order to achieve widespread use of energy saving and renewable energy technologies. For this to happen, research, development and technical cooperation activities will have to focus on rapid commercialization of already available technologies and domestic capacity-building both at national and local levels for sustainable development of the energy sector.

22.33 A major concern of Agenda 21 is the rapid motorization and insufficient investments in urban transport planning, traffic management and infrastructure in developing countries, which are creating increasing problems in terms of accidents and injury, health risks, noise, congestion and loss of productivity in the economic sectors. Alleviating those problems will require human settlement development strategies that integrate transport, land use planning and the environment so as to reduce transport demand, promote mass transport modes and non-motorized modes, channel financial support to urban public transport development and encourage the decentralization of urban transport decision-making to the local level.

22.34 Sustainable development of infrastructure depends to a large extent on the access, in particular by developing countries, to environmentally sound technologies that use the available resources in a more sustainable manner, are less polluting and enable resource recovery from wastes and their ultimate

disposal in an environmentally sound manner. Chapter 34 of Agenda 21 has strongly urged international action in this area supporting technology cooperation to enable transfer of technological know-how as well as building up economic, technical and managerial capabilities for the efficient use of these technologies in infrastructure development and operation.

22.35 Infrastructure deficiencies and the poor management of existing infrastructure seriously affect the living environment of the population, particularly the urban poor. In many countries, environmental considerations are still not incorporated into the local planning and management process. The local and wider regional environmental impact of urban areas (e.g. energy use by households and the transport sector) are seldom taken into account when development decisions and investments in infrastructure are made. Management and planning tools such as those for environmental impact assessment are required that can effectively incorporate environmental considerations into planning and management practice at the local level. The need for capacity building in this area, especially at local level, is highlighted in chapter 28 of Agenda 21.

22.36 The objectives of subprogramme 4 are:

(a) To strengthen the capacity of Governments and communities to address the rapidly growing demand for infrastructural services (water, energy, transport, communication, sanitation, drainage and solid waste management) in an economically efficient and environmentally and socially sustainable manner;

(b) To promote cooperation and capacity-building for the use of environmentally sound technologies for sustainable development and management of settlement infrastructure.

(b) Course of action of the secretariat

22.37 These objectives will be pursued through a number of activities, which will focus on three major areas:

(a) Supply and demand management of settlement infrastructure and services: (i) capacity-building at national and local levels for infrastructure investment planning and provision, responding to effective demand of different social and economic sectors; (ii) improving management capacities for operations and maintenance, in order to increase the real value of existing investments in infrastructure; (iii) addressing equity concerns in urban service delivery, standards and pricing issues in particular; (iv) promoting effective and efficient management practices based on objective management information and transparency, and accountability and partnerships among a broad range of actors; (v) supporting the implementation of national energy programmes for the increased use of energy saving and renewable energy technologies; and (vi) promoting efficient and environmentally sound urban transport systems through a comprehensive approach to urban transport planning and management;

(b) Environmental planning and management: (i) promoting and facilitating a better understanding of key urban environment/development interactions; (ii) promoting application of modern environmental planning and management

approaches; and (iii) applying efficient delivery mechanism for capacity-building at local, national and regional levels;

(c) Cooperation and capacity-building for settlement-related, environmentally sound technologies: (i) supporting the development of international information networks to ensure the access of developing countries to information on environmentally sound infrastructure technologies; (ii) facilitating the access of developing countries to environmentally sound technologies for the development and operation of settlement infrastructure; and (iii) capacity-building in developing countries for the development, assessment, adoption, management and application of environmentally sound technologies through human resource development and the strengthening of institutional capacities.

22.38 In implementing the activities under this subprogramme, priority will be given to the needs of the least developed countries, vulnerable groups, the maximum use of local resources and partnership collaboration among a broad range of stake-holders in sustainable development of human settlements. Special attention will also be given to developing and expanding joint programmes and activities within the United Nations system and in forging new alliances, for instance, with the private sector, particularly the business community and non-governmental organizations.

SUBPROGRAMME 5. MANAGING DISASTER MITIGATION, RECONSTRUCTION AND DEVELOPMENT

(a) Objectives

22.39 The legislative authority for the new subprogramme derives from General Assembly resolutions 42/169, 43/202, 44/236, 46/149 and 47/190 (Agenda 21), and Commission on Human Settlements resolutions 12/17, 14/5 and 14/20.

22.40 Natural disasters and those resulting from the actions of human beings (including wars) are increasingly causing loss of life, damage to property and harm to the environment, and they often create massive population displacements and the need for major resettlement programmes. The impact of disasters is generally greater in human settlements, since they are, after all, concentrations of economic, productive and social activities, and consequently of the built environment. Reconstruction and rehabilitation efforts after massive destruction are still perceived as rebuilding efforts, reconstructing what has been damaged or destroyed to return to the pre-disaster situation, while the new trend in assisting disaster-prone countries should be mitigating the negative impact of natural and human-made disasters on human settlements, national economies and the environment. Increasing pressure from the risk of natural disasters is particularly to be noted in most of the rapidly growing settlements in coastal areas and in small island States.

22.41 Chapter 7 of Agenda 21 recognizes that reconstruction presents the opportunity to build anew and to improve on what existed before, that the sizeable reconstruction investments should be used to generate new economic growth and strengthen social institutions, and that reconstruction and rehabilitation can and should be development-oriented.

22.42 UNCHS is playing an active role in the work of the Inter-agency Task Force on the Continuum from Relief to Development established in 1993, and is contributing to the continuum of relief, rehabilitation and development activities of the United Nations system. In November 1993, UNCHS and UNEP established a joint task force to strengthen UNCHS/UNEP activities in the various stages of the continuum from relief to development, and to coordinate and provide inputs from both organizations to international events, activities related to the International Decade for Natural Disaster Reduction and to the Inter-agency Task Force on the Continuum from Relief to Development.

22.43 Recognizing that the magnitude and frequency of calamities often places overwhelming demands on central and local governments and communities, and that they are generally not prepared to meet the challenge, interventions by international organizations should now switch from the prevailing approach of post-disaster assistance and short-term relief towards longer-term development objectives, taking into account local perceptions and capacities. Long-term development strategies have to be developed to reduce dependency on aid.

22.44 The objectives of subprogramme 5 are:

(a) To enable countries, in particular those which are disaster-prone, to mitigate the negative impact of natural and human-made disasters on human settlements;

(b) To increase disaster awareness and preparedness among decision-makers, planners, builders and communities engaged in the planning and development of sustainable human settlements.

(b) Course of action of the secretariat

22.45 These objectives will be pursued through technical cooperation, research, training and dissemination of information. Specific activities will be developed under three main components: natural disasters, technological disasters and disasters resulting from civil strife and wars. A distinction will be made between natural disasters and human-made disasters when developing vulnerability-reduction strategies. These three main components will focus on the following areas of concern:

(a) Pre-disaster research and documentation;

(b) Awareness-raising, training, capacity-building and community participation;

(c) Damage assessment and post-disaster monitoring and rehabilitation;

(d) Dissemination and exchange of information on innovative approaches.

SUBPROGRAMME 6. HOUSING FOR ALL

(a) Objectives

22.46 The legislative authority for the subprogramme derives from General Assembly resolutions 43/181, 46/163, 47/180 and 47/190, and Commission on Human Settlements resolutions 12/9, 12/14, 13/9, 14/1, 14/13 and 14/20.

22.47 Housing represents a key sector of the economy and therefore must be managed to be responsive to the scale of the problems facing the sector as well as to optimize its contribution towards the achievement of broader goals of national social and economic development. The world-wide problem of adequate housing, particularly as regards the conditions of low-income households, defies the capacity of most Governments to deal with it by conventional means. Efforts are needed by Governments, in partnership with the private sector, non-governmental organizations and local communities, to support the provision of acceptable housing at affordable costs, in pursuit of the general goal of adequate shelter for all by the year 2000. Inadequate housing conditions, particularly as regards the needs of low-income groups in developing countries, result from the limited capacity of conventional programmes to produce affordable units on the required scale and the continuing problem of widespread poverty. The objective of the Global Strategy for Shelter to the Year 2000 is to mobilize a broad range of measures in support of housing production based on the principle of an enabling strategy and UNCHS, in collaboration with the World Bank, is assisting Governments in applying shelter indicators to assess the impact of the new national shelter strategies. Similarly, efforts will be directed to that issue in the course of the preparations for Habitat II, as a part of the Conference's objective under its first main theme, "Adequate shelter for all", in order to focus global attention on the need to take immediate concrete and positive measures, as identified through the application of the shelter indicators, to address this problem.

22.48 The inability to create housing finance systems responsive to the needs of the sector has been a constraint to the efficient performance of the sector. Amongst the main concerns are mobilization of the volume of funds needed and creating efficient and viable mortgage instruments capable of reaching the low-income households to increase their ability to finance their housing needs. Attempts to improve access to housing finance must be coordinated with the development of the financial sector as a whole. While development of housing finance institutions, legal and lending instruments, flexible payment procedures, recovery of loans as well as innovative approaches to the mobilization of resources and to the promotion of institutional arrangements to provide greater access by the poor are critical elements of a successful housing finance system, their efficiency and long-term effectiveness will depend to a large extent on national-level reforms of the finance sector leading to healthy competition in financial markets for mobilization of resources, efficiency of resource allocation at the national level, rationalization of taxes and subsidies, access to social security funds, real interest rates and so on.

22.49 In many developing countries the construction sector, despite the proven opportunities to develop an efficient and indigenous industry, still operates with severe limitations, with a high dependence on expensive imported and often

inappropriate factor inputs, regulatory instruments and institutional set-ups, so that the most basic demands are not fulfilled. Worse still, the contributions of the sector to national economic growth have not yet been fully realized.

22.50 The objectives of subprogramme 6 are:

(a) To improve the performance of the housing sector by managing the sector as a whole, inter alia, through the application of the shelter indicators and by strengthening the contribution of the sector to the achievement of national social and economic development objectives in an environmentally sound manner;

(b) To promote housing policies and enabling strategies in accordance with the principles and recommendations contained in the Global Strategy for Shelter to the Year 2000, with particular emphasis on improving management of key resources and factor inputs such as finance and land to ensure a responsive, adequate and affordable supply of those resources, thus contributing to an increase in housing supply;

(c) To promote systems of housing delivery capable of addressing the housing problem on a scale commensurate with the problem and at costs affordable to households and society in an environmentally sound way;

(d) To improve the capacity of the construction industry to meet the requirements for physical infrastructure, housing and related facilities and to improve the availability of affordable building materials;

(e) To promote measures to overcome constraints confronting the construction industry, notably, weak institutional and legislative support, inadequate skills, over-reliance on imported factor inputs and technologies, and an inability to mobilize local resource endowments for the development of an indigenous construction sector.

(b) Course of action of the secretariat

22.51 These objectives will be pursued through research, technical cooperation (including the application of shelter indicators), training and information dissemination, which will focus on:

(a) Assessment of experiences in housing development programmes, through the analysis of case-studies, will focus on the workability of solutions: (i) on a large scale; (ii) with minimal administrative control; and, (iii) based on cooperative forms of participation with and between communities, non-governmental organizations and the formal and informal sectors. Special attention will be given to research on housing production by the poorest groups, including women, who do not have sufficient income to offer effective demand for the formal housing market. Elements of the strategy will include the review and evaluation of housing production systems, with a view to identifying support measures for enhanced production. Attention will also be given to the problem of delivering housing at affordable costs and to the capacity of the formal and informal markets to meet the needs of low-income groups. In that regard,

particular emphasis will be laid on the application of solutions that support the self-help efforts of communities and the involvement of non-governmental organizations;

(b) Studies will be undertaken on the role of shelter finance systems in contributing to the development of financial systems and to financial penetration of societies in developing countries with a view to preparing guidelines for the development of a regulatory framework responsive to the financing needs of the low-income groups. This will help identify the problems related to mobilization of financial resources for human settlement investment and resource management in the public sector. The impact on access to housing for low-income groups of specialized shelter finance institutions, which have been set up by many countries, has so far remained very limited. Similarly, specialized institutions for financing infrastructure investment have failed to improve delivery of services to the poor. Problems are frequently caused by an institutional and regulatory framework set up under development strategies that are no longer valid. Particular attention will be paid to community-based finance institutions intent on promoting local financial services and tapping the savings potential of low-income groups;

(c) Based on the experience gained so far and continuing on programmes started during the last medium-term plan, attention will now be directed to: (i) compilation of data on appropriate plant, equipment and tools for the construction sector to provide countries with an informed choice of correct hardware; and (ii) upgrading local human resources and promoting new skills in several aspects of building material production, building construction techniques, institutional support and management of the construction sector;

(d) Developing approaches to effective transfer of technology for production of local building materials with an emphasis on: (i) replication of successful demonstration projects on transfer of technology for production of selected local building materials; (ii) implementation of programmes directed at strengthening national technological capacity in order to help deal with key aspects of local building material production; and (iii) expanding networks of countries collaborating in the field of local building materials and technologies with the goal of achieving universal participation among developing countries, as well as a shift from information exchange to collaboration in actual implementation of specific field activities.

SUBPROGRAMME 7. STRENGTHENING LOCAL COMMUNITIES

(a) Objectives

22.52 The legislative mandate of the subprogramme derives from General Assembly resolutions 43/181, 47/180 and 47/190 (Agenda 21, chaps. 3, 7, 24 and 27), and Commission on Human Settlements resolutions 12/14, 13/10, 14/3, 14/4 and 14/17.

22.53 There is increased recognition that the key to ensure equal, cost-effective and democratic local development is the involvement of communities, women and men, at all levels of planning, implementation and maintenance of urban and rural settlements. Experience has shown that efforts to improve the situation of the poor in this context have a better chance of success if they

are directed at the community or neighbourhood level. Constructive forms of intervention that are expected to have a sustainable impact on the improvement of poor conditions can best take place through an integrated concept of rural as well as urban local development. This is promoting a settlement (area) approach rather than the conventional sector approach. The integration of physical, economic and social development will not only ensure economic growth in a sustainable way but also promote socially well-balanced development. Such efforts call for effective partnerships between government (at the central or local levels), the private sector and community-based and non-governmental organizations as outlined in the Global Strategy for Shelter, the principal instrument in linking the living environment, improved settlements and poverty reduction. UNCHS is implementing a Community Development Programme in a number of countries, focusing on building local capacity for improving poor living conditions.

22.54 The overall key to promoting participatory local development lies, therefore, in: (a) the empowerment of communities; (b) the formulation and integration of the roles of the partners; and (c) the development of an enabling framework of policies and strategies that can facilitate local integrated development processes that can contribute to improving the environmental, social and economic settlement conditions of the urban and rural poor. Such basic principles for building local communities are of crucial importance to countries in their preparations for Habitat II.

22.55 Apart from improving the status of communities, especially enabling women to take active part in local development, the subprogramme will emphasize the need to create increased gender awareness among men and women in communities as well as in the public sector and to ensure gender sensitivity in the process of improving living and working conditions of low-income people.

22.56 More specifically the objectives of subprogramme 7 are:

(a) To empower low-income communities to improve their living and working conditions;

(b) To strengthen the capacity of Governments to ensure integrated local development through practical partnerships between all levels of government, the private sector and community-based and non-governmental organizations.

(b) Course of action of the secretariat

22.57 These objectives will be pursued through the following actions:

(a) Providing practical assistance to Governments, municipalities and community-based and non-governmental organizations through implementation of operational projects integrating physical, economic and social elements in multisectoral approaches in addition to research and information activities;

(b) Supporting the process of local integrated development in urban and rural areas through basic training in community participation, gender and community awareness, community sensitization and organization, community

improvements and action planning, community development and income-generating activities, building bridges to outside communities;

(c) Assisting national and local governments in formulating and promoting, in partnership with other stake-holders, comprehensive enabling policies that provide the necessary framework for participatory programmes on local development and poverty reduction. Emphasis will also be given to measures for translating such policies into practical application.

SUBPROGRAMME 8. REDUCING POVERTY AND PROMOTING EQUITY

(a) Objectives

22.58 The legislative authority for the subprogramme is derived from General Assembly resolutions 43/181 and 47/190 (Agenda 21, chaps. 3 and 7), and Commission on Human Settlements resolutions 13/10 and 14/3.

22.59 UNCHS has been implementing the poverty alleviation component of the multi-agency Urban Management Programme and, in addition, an Urban Poverty Partnerships Programme has been developed with other United Nations agencies and bilateral donors to address poverty reduction. Furthermore, an Urban Poverty Research Programme is under way in collaboration with a major private foundation. The Centre's Community Development Programme also addresses several aspects of poverty reduction. The constant increase of poverty in most developing countries remains a major concern and challenge that development with equity strategies must tackle in the years to come. Both the economic and social indicators in the lowest-ranked countries have shown negative trends. Sustainable economic growth is clearly an essential precondition for poverty reduction, but the pattern of growth is an important factor in determining the extent of growth of income and improvement of living conditions of the poor. Poverty reduction means to create a favourable environment to develop the productivity of the informal sector and micro-enterprises that constitute the main labour market for the poor. Poverty reduction and enhancing social integration are key strategies in the programme of action expected to emerge from the World Social Summit on Social Development. They are also central issues in preparing for Habitat II.

22.60 Poverty reduction implies that essential services become accessible to the poor and that their quality is enhanced. It also requires the implementation of policies addressing the social integration of vulnerable groups who need specific support to survive and become progressively dynamic actors in human development. Agenda 21 advocates an enabling approach to ensure that the poor achieve sustainable livelihoods. An effective strategy for tackling the problems of poverty, development and environment simultaneously should begin by focusing on resources, production and people, and should cover demographic issues, enhanced health care and education, the rights of women, the role of youth, indigenous people and local communities, and a democratic participation process in association with improved governance.

22.61 It is vital that both the legal and regulatory frameworks be reviewed at national and local levels, and that implementation of poverty reduction programmes be multisectoral, promoting a partnership between central government

and local authorities, the private sector and non-governmental and community-based organizations.

22.62 The objectives of subprogramme 8 are:

(a) To promote participative strategies at national, city and neighbourhood levels aimed at improving the productivity, employment and income of the urban poor;

(b) To enhance the capacity of local government, non-governmental organizations and community-based organizations in order to implement such strategies;

(c) To promote at national, sub-national, urban and rural levels specific policies targeted at vulnerable groups and to facilitate their reintegration into socio-economic development.

(b) Course of action by the secretariat

22.63 The secretariat will pursue these objectives through the following actions:

(a) At both national and local levels, supporting the implementation of policies that address improved access to basic services by the poor. With specific reference to poverty in human settlements, support will be directed towards addressing employment, housing, urban infrastructure and provision of basic social services, particularly education and health. Some of the specific policy aspects include: (i) an enabling and supportive legal and regulatory framework; (ii) improved access to a variety of municipal and local-level services - safe drinking-water, sanitation, primary education, health care and justice; and (iii) protection from crime, harassment and environmental hazards;

(b) Supporting central and local governments in the promotion, dissemination and implementation of policies that favour the employment, access to specific markets and enhancement of the productivity of the informal sector and micro-enterprises. In relation to settlements, these economic activities will be related to housing and infrastructure construction, and to the delivery of urban services. Provision and delivery of services could be subcontracted to promote small-scale enterprises and the informal sector. This has an important implication for the empowering of communities and ensuring that they generate remunerative employment and productive occupational opportunities compatible with country-specific factor endowments and appropriate technology systems;

(c) Assisting governmental efforts in designing and implementing policies and programmes at the city and local levels in collaboration with other specialized agencies, non-governmental organizations and community-based organizations, in order to improve the welfare and reintegration of vulnerable groups such as street children, scavengers, the aged, the disabled, refugees and victims of crime and drugs.